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At the local level the school principal is the key person in the implementation of the decision by the school board to desegregate the schools. Information on the practices and procedures followed by successful principals was obtained through interviews and questionnaire. Topics discussed include (1) the general personal characteristics required of the effective principal, (2) his role in orienting the pupils and staff to the prospect of school desegregation, (3) his role in organizing instruction, (4) the problem of student discipline, (5) his relationship with the teaching staff, (6) the handling of extracurricular activities, (7) his role in promoting intergroup understanding, (8) school-community relationships, and (9) the major decisions faced by principals. An annotated bibliography lists 30 items. (HW)

PHI DELTA KAPPA

EFFECTIVE ADMINISTRATION IN DESEGREGATED SCHOOLS

ED025037

by

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and

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INTRODUCTION

This is the sixth of a series of pamphlets prepared under the auspices of the Phi Delta Kappa Commission on Education, Human Rights, and Responsibilities. Although it is the last of a series published under a contract with the U.S. Office of Education, it is not necessarily the least important.

The members of the Commission are convinced that a major emphasis needs to be placed on the notion of "awareness" of the magnitude and dimensions of his job on the part of the principal in the desegregated school. The general tone of the transitional phase and the "settling in" of patterns of behavior on the part of the faculty and students are influenced greatly by the principal. The seriousness of the "unknown quantity"—the principal—is intensified by the question, "Is the principal aware of his key influence?" If he is not familiar with recent research on school desegregation and is not aware of the principles of intergroup relations, there is not much likelihood that he will be able to administer the desegregated school in an effective manner. Such a school will remain physically desegregated but with all the attendant negative characteristics—fear, suspicion, misunderstandings, low faculty and student morale, and a prevailing air of expectancy "....when is it going to happen?" The effective principal will work to integrate the desegregated school. He will work to establish a basis for a climate of mutual trust and understanding through the discussion of controversial issues on the part of faculty and students. He will strive, most of all, for a school in which all persons—no matter the color of their skin, their mode of dress, their style of life, their religious preferences, their national origin—are able to feel that they are a real part of the school and society.

This booklet contains comments on a number of areas of administrative responsibility. Information on the practices and procedures followed by successful principals was obtained through the use of both the interview technique and a questionnaire. There is no guarantee that the principal who follows the dictates of the experience and advice contained herein will, himself, have no difficulty–far from it! There is hope, however, that the administrator will have a better perspective of the dimensions of his task in the desegregated school and more relevant information upon which to base judgments, and that he may be able to minimize (eliminate may be too much to hope for) problems which otherwise might be considerably magnified and be extremely troublesome to the school and to the community.

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THE ADMINISTRATION OF DESEGREGATED SCHOOLS

The primary function of education in a pluralistic society is not to solve social problems which exist within a white-centered society containing other races; rather, the function of education in a democracy is to provide equal educational opportunities for all students to develop their intellectual capacities to the greatest possible extent. Educators are devoted to the development of quality educational programs for all persons, enabling them ultimately to solve their own problems and those of society. And the school can do no better job in this regard than that which the leadership of the principal allows.

At the local level the school principal is the key person in the implementation of the decision by the school board to desegregate the schools. He sets the tone for the school. In view of the fact that the principal has significant influences on pupils, teachers, and patrons, he is obligated to examine carefully his own philosophy and attitudes toward equal educational opportunities in a pluralistic society. He must examine his tendency to think of people on terms of stereotypes, and he needs to learn what constitutes barriers to intergroup relations. In fact, he must seek information which will increase his insights and understandings, thereby enhancing his qualifications for administering effectively the desegregated school.

The qualifications for the principal of a desegregated public school are the same as those for a principal of any public school. These include both teaching experience and professional preparation. Although a principal may obtain additional qualifications by in-service training, the typical effective principal of a desegregated school has at least minimum qualifications. In order to do more than merely manage the school, the principal should possess a combination

of characteristics which make it possible to provide sound leadership based on a knowledge of the curriculum, instructional processes, the nature of the learner, and the administrative process.

Many lists of qualifications for the principalship have been developed over the years. Schilson listed what he considered to be the essential personal and professional qualifications of a principal.

1. Mature judgment.
2. Ability to work well with others.
3. Evidence of leadership ability.
4. Above average intellectual ability.
5. Ability to communicate effectively.
6. Sound health or the physical stamina and ability to stand up under varied pressures and demands.
7. Dependability.
8. Ability to express a philosophy of education that will provide a framework in which the principles of American Democracy shall be perpetuated in the school experiences of every child.
9. Academic qualifications for a teaching certificate.
10. Compassion for and understanding of children in their various stages of growth and development.
11. The capability to conceive and foster creativity in working with children and adult colleagues.[1]

Schilson would require that these criteria be met *before* admittance to a graduate program of professional training. In this way an unqualified candidate could not become a "quantified" candidate.[2]

Preparation for the principalship is expected to produce persons who are:

1. Perceptive enough to be sharpened by the challenges of leadership;

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[1]Donald L. Schilson, "The Elementary Principal: Selection and Training," *School Board Journal,* XLIV (April, 1965), p. 66.

[2]*Ibid.*, p. 66-67.

2. Steeped deeply enough in at least one area to be able to comprehend what is meant by excellence in scholarship.[3]

The principal must be acquainted with the laws, policies, and regulations relating to the operation of his school, and he also must be familiar with the desegregation plan adopted by the local board of education. Whether or not the school district is under a court order, it is important for him to know the procedure adopted by the school board. Inasmuch as inquiries frequently are made concerning what can be expected in the desegregated school, he should have a clear understanding of every facet of the desegregation plan.

A principal should be prepared to answer questions which citizens in his community, in general, and which parents of students, in particular, are likely to ask. Many of these questions are related to the following categories: (1) cultural differences, (2) delinquency, (3) health, (4) discipline, (5) academic achievement, and (6) social interaction. Although it is important that the principal know some relevant national statistics, it is most important for him to know the facts about students coming to his school. As his information increases, he improves his ability to remove some of the fears of the people with whom he works.

Knowledge of the objectives and programs of many organizations needs to be developed by the principal.[4] Such resources groups as the Parent-Teacher Association, clusters of parents, civic organizations, health, welfare and police departments, news media, the formal and informal power structures, juvenile courts, and ministerial associations offer valuable services, either complementing those which are of-

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[3]George W. Connelly, "A District Superintendent Looks at the Principal," *The National Elementary Principal,* XLVI (February, 1967), p. 38.

[4]*Ibid.*, pp. 38-39.

fered by the school, or dealing with problems which go beyond the specific function and resources of a school. As time permits, the principal meets with various resource groups in the community to learn the extent of their services and to seek these services in the best interests of the school. His effectiveness is increased to the extent that he learns when to call, whom to call, and what to call about when confronted with a serious need for assistance.

It is necessary to analyze the climate of acceptance for desegregation within the community, among the teachers, and within the student body. The identification and utilization of leaders from among those groups which will support the orderly process of desegregation often will affect greatly the outcome of the transition.

Parent groups can be provided with helpful suggestions, both oral and written, which may prevent the development of critical situations. Negro parents may need to be assured that their children will receive fair and "accepting" treatment in a potentially hostile environment and that the opportunity for success in the desegregated school is a reality. White parents may need to be assured that academic standards can and will be maintained in the desegregated school. Both parent groups may need to be convinced that their own behavior is important in shaping the attitudes of their children.

Teachers and staff should have an orientation to the desegregation plan; and it is important for the principal to understand that his attitude may effect acceptance of the plan by the teaching and non-teaching personnel. Students also should be prepared through their clubs, newspaper, or their student government. Students often arrive at solutions to problems which adults fail to consider.

It is important for the principal to gain the cooperation and support of the law-enforcement agencies so that

full protection of the school can be guaranteed. The cooperation of news media also is essential in order that favorable publicity can be assured. In school districts where these organizations are not cooperative, the principal may expect trouble.[5]

The effectiveness of the principal in organizing and administering a desegregated school depends largely upon how he interprets his leadership function. If he tries to plan and carry out the entire operation by himself, the program not only is likely to be ineffective, but it also may arouse some opposition among his colleagues. If he bases his program upon participation and understanding by staff members and involves the community, the program is more likely to be successful. Seeking a high level of participation does not suggest weakness or indecisive leadership; it is good leadership practice. If administrative attitudes and judgments are clearcut and steady, other members of the staff will be more secure in what they do.

At his level of performance the principal is concerned more with the coordination of activities than the actual performance of the duties himself. Principals in large schools sometimes become too preoccupied with the seemingly impossible breadth of their responsibilities. Principals in small schools feel that they are "spread too thin" because of lack of staff. Effective administrators of both large and small schools determine the areas of greatest importance and most critical need and concentrate their efforts on the development of strategies to fulfill these needs. Principals regard themselves as the chief coordinators of professional teams. They establish the conditions for effective dialogues among all persons.

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[5]Harry O. Hall and Dorothea L. Leonard, "Principles of School Desegregation," *Florida Education,* XLIII (September, 1965), pp.15-16.

Teachers assume attitudes and behavioral patterns based partially on their perception of the principal, and these attitudes in turn, are passed on to the children; teachers, in their actions and attitudes, are influential examples on students because they are in constant contact with each other. The adage, "the influence of the teacher never ends," actually begins with the administrator–the principal.

The American system of public schools has been designated to be the agency by which the door of equal access to the mainstream of society shall be opened. The schools can be desegregated now; integration, a psychological phenomenon, may follow. James E. Allen, Jr., Commissioner of Education of the State of New York, provides a clear differentiation between desegregation and integration.

> "Desegregation is basically an administrative problem and integration is an educational problem...Desegregation of our schools can be achieved in relatively short time once we decide to do it; integration, on the other hand, will take time because it involves change in personal attitudes, the unlearning of deep-seated prejudices, and the development of appreciation and respect for individual worth and dignity.[6]

Desegregated schools, in which pupils of differing ethnic backgrounds are housed in the same buildings and taught in the same classroom, can be achieved only through effective administration; integrated schools, in which pupils are working and playing cooperatively in an atmosphere of mutual respect and good will, can be developed only through effective instruction. As administrator and instructional leader of the school, the principal plays a vital role in this sequence.

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[6]James E. Allen, Jr., "School Integration and Civil Rights–An Open Letter to New York State Teachers," *School and Society*, XCII (November 14, 1964), p. 342.

ORIENTATION OF PUPILS AND STAFF

The orientation of pupils and staff to the prospect of school desegregation begins in the principal's office, although the actual process may be passed to another group. Desegregation without preparation often causes confusion because of misunderstandings which develop. Questions related to "ground-rules" under which the staff and student body will operate must be answered. Long range goals to be attained by the desegregated school must be determined. Planning and implementing of in-service training programs, which, enable teachers to understand both the changes expected from desegregation and the implications of these changes for the school program, are the responsibility of the principal, Teacher workshops and in-service training programs should emphasize the challenges and opportunities of teaching in a desegregated school.

It is important for the principal to develop a conceptual framework upon which problem-solutions can be based. This will require (a) a knowledge of principles of desegregation, (b) a perception of critical points in the process, (c) a study of schools in other localities which have had similar situations, and (d) the development of a plan for putting the program into action.

A first step in planning an orientation program is to involve many teachers in the process. They can "sell" the program by orienting those who will be affected by it.

The atmosphere of open-ness should pervade the entire period of the orientation. Strengths and weaknesses of the school should be discussed objectively in the orientation program which may include:

1. Discussions of beliefs concerning the purposes of the school. A philosophy developed by the staff may serve as a basis for the orientation of new teachers

before the total staff reports for work,
2. Nature of the community,
3. Tour of the school plant and community,
4. Job descriptions–what is expected,
5. Problems which may arise,
6. Office and classroom procedures,
7. Additional duties–(Equal load with other teachers? PTA and related professional meetings required?)
8. Assignment to another teacher to serve as an 'associate,' and
9. Introductions to department heads and administrative staff. Members of the staff who are available should be introduced.

Several types of in-service training programs can be arranged to accomplish the purposes of orientation. Workshops should provide for small group sessions in which individuals become better acquainted and have the opportunity to discuss desegregation problems, and exchange ideas, materials and methods. Small groups (committees) can delve deeply into specific areas to develop an understanding of the principles of desegregation, to acquaint faculty with resources from social, business, governmental, school, and informal sources, and to concentrate on specific aspects of such topics as language, dress, cultural patterns, etc.

Exchange visits of teachers should be arranged and financed by the school system. Such visitations provide opportunities for the visiting teachers to observe teachers who are successful, to observe methods and materials used, and to exchange ideas and materials.

The principal should encourage teachers to be active in local organizations outside the school. The chance to play another role and to get to be known to people as a person creates an awareness of how the community feels and how it is structured. The community, at the same time,

becomes more closely acquainted with a member of the school system.

A principal from Delaware initiated an extensive orientation program which included:

1. Meetings with Negro teachers to discuss Negro teacher-white teacher relationships professionally,
2. Meetings with white teachers to discuss professionally white-Negro teacher relationships,
3. Meetings between Negro teachers and Negro pupils to discuss relationships of Negro pupil-white teachers, and Negro pupils-white pupils in school situations,
4. Meetings with white teachers and white pupils to discuss relationships of white pupils-Negro teachers and white pupils-Negro pupils in school situations, and
5. Informing parents through PTA meetings and Parent-Teacher Conferences.

An Oklahoma principal reported:

> Orientation of all students is handled through class forums, by homeroom teachers in groups of approximately thirty, by class counselors when the student is enrolled, and through all-school general assemblies. Orientation of staff is handled through general staff meetings and departmental meetings.

A principal in Maryland did not feel special orientation was necessary.

> As you, the members of the staff and the children come in contact with new pupils and teachers, try to make them feel that they are members of the group with all of the privileges and all the responsibilities of the other members of the group.

Negro Pupils. The behavioral pattern of Negro students in a desegregated school may change. Limited opportunities, which have prevented Negroes from developing educational potential, are disappearing. Career opportunities, which were closed to Negroes formerly, are being opened. Advance training is becoming meaningful. In a recent summary of Negro

advancements it was noted that the percentage of Negroes among those who held "white collar" jobs had increased from 4.1 percent to 1961 to 5.9 percent in 1967.

Negro and white students both perceive the Negro as "different". This difference often centers around the feeling of superiority on the part of white students and of inferiority on the part of Negro students. Students who are not accustomed to bi-racial contacts often segregate themselves in the initial stages of desegregation. Negro students sit together and white students sit together, segregating themselves from the other. On the other hand, students who attend classes together are likely to become friends. They then should be given an opportunity, through free and objective discussion, to be led to understand the phenomena of prejudice and discrimination. Continuing relationships will be the result of positive initial interaction and communication.

Some principals reported special efforts in working with Negro children who entered the desegregated school for the first time.

From Virginia: Special orientation was held during the summer. Parents were urged to attend a private conference with the principal. Later a general meeting was held with parents and students. After the general meeting the students were taken in a tour of the building and a frank discussion of possible problem areas was held with the parents. A general orientation assembly of all students was held at the opening of school to face the new situation.

From Georgia: Negro pupils were received along with the parents or guardians through the principal's office. They were instructed the same as all others regarding school policies. They were given a tour of the building and assigned to grade-level classrooms. They were informed as to what would be expected of them.

From North Carolina: Two weeks before school opened, Negro students and parents were invited to a night-meeting in the school

library. They were greeted by president of Student Council and welcomed by the principal. They were congratulated on their choice of a 'fine school.' Brochures containing floor plans, purposes and policies of the school were distributed. A color film, "Candid Shots Around Campus," was shown. While parents remained in library for conferences with principal, students–their records already studied–went to confer individually with the guidance counselor, and with the help of classroom teachers were scheduled for classes.

From West Virginia: Conferences were held with individuals and with small groups of Negro students entering the school. The school policies and objectives were explained, and question-and-answer session were held to insure the students' understanding of the reasons behind all procedures.

From Florida: In the spring before the school year when desegregation took place, the principal, PTA president and students from the white school visited the Negro school. They talked with the faculty and children, answering questions and inviting them to visit their new school. During school time all forty Negro children and teachers came for a tour of their new school. They also visited a classroom and were served refreshments by PTA Mothers.

Several white people visited Negro homes in our neighborhood. They persuaded the parents to send the children to our school. A few white parents were sympathetic and did much ot set the stage for acceptance by white parents and Negro parents.

Other principals reported that they could not make similar personal contact because they did not have enough advance information. A Maryland principal effectively used the P.T.A. to insure smooth orientation of Negro children bussed into the predominantly white school.

1. A meeting of the officers of the executive board of the Parent Teacher Association was called to inform them of the reason for transfer of pupils to our school and to set up plans for organizing and welcoming the new pupils
2. A core of volunteer workers from the Parent Teacher Association arrived at the building on the first day of school. These parents

were divided into two groups; one to work in the yard when the busses arrived; the second to work in the auditorium with pupil patrol leaders when children were assigned to classrooms. Parents were given large signs which read–grades three, four, five and six.

3. When the busses arrived, they were unloaded one at a time. Children were directed to form in a line in pack of the parent who held their grade assignment. The parents then conducted the boys and girls into the auditorium where parents having similar signs helped them to be seated in assigned areas of the auditorium.
4. After all children were seated, the names of pupils were called and the teacher and room assignment were given.
5. The student patrol leaders and parents escorted the children to their assigned classrooms.
6. Various members of the Parent Teacher Association greeted all teachers throughout the school with a corsage of welcome to a new and successful school year.
7. Each pupil was given a letter to take home to his parents. This letter informed parents of the arrival of new pupils and requested their cooperation.

The Executive Board of the Parent Teacher Association went on record in their publication, giving full cooperation in helping to carry out directions issued by the Board of Education.

White Pupils. A preparation for effective living in the modern world involves integrated quality education as one of the greatest needs not only for the Negro child, but for the white child as well. Maintaining segregated schools communicates to white children that they receive a special treatment and to Negro children that they receive unequal treatment, a condition harmful to both Negroes and whites. Negroes obtain undesirable self-concepts, and whites obtain unrealistic pictures of assumed white superiority.

White children must be made aware that Negro children have personal feelings which are just as easily upset as those of the whites. Problems should be treated as problems of young people. Race normally would not be taken into con-

sideration unless it is introduced by the participants to a confrontation.

From Virginia a principal suggests: Enlist the aid of class officers and/or student council personnel for orientation of new students. Give them guidelines to follow and allow the orientation to be conducted without the presence of a teacher or principal.

From Tennessee: Numerous meetings were held on grade levels with our white students. Some groups were large, some were small.

The students were given every opportunity to ask any question. These were discussed by the entire group. Children were asked to request parents to send in questions. These were also discussed at length.

From Virginia: We announced that cooperation and consideration was expected. There were many benefits to be gained by the pooling of school personnel and equipment. A high quality of education had always been received in our schools and now that two school systems did not have to be offering overlapping programs, higher quality programs were going to be sought. We also announced while we did not choose friends for students, courtesy and respect was expected by all students.

White Teachers. White teachers encounter many discipline problems with Negro students because of a lack of understanding of previous conditions under which Negro students worked. Negro students are not accustomed to the relaxed behavioral pattern typically accepted by white teachers and do not know how to respond to the difference; therefore, white teachers need some assistance in learning what behaviors to expect before they can work successfully in desegregated schools.

White teachers may experience communication problems with Negro students which lead to discipline problems. The longtime neglect of effective communication on the part of whites with Negroes has resulted in a language barrier. "Standard English" is the language in which most

school business is conducted; however, the white teacher must avoid suggesting that informal language, or dialect, is sub-standard. One of the bases upon which prejudice is built is stereotyped dialect. To many Negro children (and to a considerable group of white children) standard English is foreign and, therefore, needs to be taught as a "second" language.

Suggestions from principals for orienting white teachers new to the desegregated school include the following:

> From Oklahoma: The white teaching staff held a discussion of the potential problems. All students should be accepted on the basis of their individual personalities. Teachers should show the same interest in all regardless of race.

> From Virginia: The orientation of white teachers to a previously all-Negro school is not very different from the orientation of any new teachers to a school. Knowing that individuals differ, an attempt is made to plan an orientation program that will take into consideration these differences. Based on prior information concerning training, background, experiences, and some insight concerning interests and fears, two phases of orientation are planned.
>
> First, the usual procedure of making arrangements for new teachers to become acquainted with the staff, the physical plant, materials, equipment and policies is planned. Plans are also made to provide opportunities for old and new teachers to work as committees on school organization plans. It is hoped that this will form the basis for the development of mutual trust. New teachers work side by side with old ones in registering new students. This affords opportunities to meet and talk with parents.
>
> Second, the individual personality is taken into account. Through individual conferences the teacher is informed of the availability of resources for giving assistance where there is a need. Among the resources are special school personnel, ministers, parents, special conferences, or meetings, and evening classes.

A principal in Florida felt that desegregation contributes most effectively to better attitudes and relations when there are a variety of ways in which teachers of both races

engage in common activities on a one-to-one basis. Such attitudes are basic to the development of our society. One of the most effective ways of meeting the challenge of social change was through an in-service project to aid teachers who were working with children of different homes and social backgrounds. Ideas and concepts were stressed and shared concerning the art of helping the disadvantaged child to develop the self-concept, the correct use of standard language patterns, and discipline procedures. A lack of communication very well could have caused pupils to suffer frustrations and failure.

A teacher was assigned to each new white teacher to help with general classroom procedures and organization in the use of Standard Language Patterns. Demonstrations were given. These teachers helped to answer questions and solve problems which did not need the immediate attention of the principal. Negro teachers also accompanied white first-grade teachers on required home visits during the first four weeks of school.

Negro Teachers. Desegregation has meant a loss of position for Negro teachers in many schools. The usual pattern of transition has included the closing of small Negro schools and the consolidation of Negro students within the 'white' school. A factor which has inhibited the aspirations of Negroes in the past is that some school administrators have considered Negro teachers to be less qualified than white teachers. Since the educational programs for Negroes in the South were, in the main, all-Negro from kindergarten through college, it was felt that the intensity of education received by Negro teachers was less than that of white teachers.

To overcome prejudice and to demonstrate that Negroes, too, can be adequately prepared, many Negro teachers are carefully selected for desegregated schools. In the context of the past it is quite natural to be more comfortable

with persons of ones own race, but these teachers (desegregators) are making it possible for racial barriers to be re-removed.

Negro teachers, more so than white teachers, may be uncertain as to what is expected of them and as to how well they will be accepted when becoming part of a desegregated staff. As a result they may be reluctant to participate in certain activities in the new situation. Negro teachers, like white teachers, encounter problems because of the atmosphere in a desegregated school. Negro teachers typically have been accustomed to a formal atmosphere in the school. On the other hand the freedom expected by their white students may cause discomfort and discipline problems.

Teachers and students must realize the responsibilities stemming from desegregation–as well as the rights. The goals of the teacher, hence, the principal, must be aimed toward making the student aware of new opportunities available as a result of desegregation. Feelings of distrust for white people must be eased.

A Negro principal stated that he had few problems with his white staff, but that the white teachers related numerous problems resulting from having a Negro principal. Another principal (white) in the same school system had reported the opposite effect. The white principal reported many problems with Negro teachers, but the Negro teachers in his school stated few problems. It was felt that this was a result of poor communications with people of the opposite race.

In a Florida school two Negro teachers were assigned as co-teachers along with other first grade units. Classes were equally divided so that they worked with children of both races. Responsibility and authority were equally distributed to both the white and Negro teachers. The following year a number of white mothers requested that their

children be placed with the Negro teachers.

In a West Virginia school conferences were held with each individual Negro teacher entering the school. Every effort was made to help them feel at ease and to provide needed assistance.

In a Maryland school teachers were reminded constantly of the change in the makeup of the student body. They were urged to act naturally and fairly in dealing with members of the white race.

In a Virginia school several conferences were held with Negro teachers to acquaint them with the school and its objectives. Personal introductions were made to the faculty, and after scheduling was completed, the principal checked to see that their classes and program were accepted by students as a part of the total school curriculum.

A Maryland principal also conducted an orientation meeting before the opening of school. No attempt was made to set Negroes apart in the faculty. The Negro teachers were partners in every educational endeavor, at faculty meetings, in committee meetings, and in social activities, etc.

General Orientation of Teachers. In-service training of teachers and other personnel in newly desegregated schools develops awareness of the emotional needs of children in bi-racial situations. Teachers learn about their own strengths and weaknesses as a result of working with teachers of another race. The new teaching situation provides new insights and ideas. Faculty discussion helps to develop an understanding of the sources of cultural differences. Topics for faculty discussions include: (1) Legal aspects of desegregation; (2) Experiences of other schools in desegregation; (3) How teachers' and parents' attitudes toward racial differences affect children; (4) Reaction of children to racial differences; (5) Techniques for helping children to become better acquainted with one another; and (6) Stereo-

types vs. actual racial differences.

Morris Hamburg has observed that the most recently prepared teachers have a better understanding of the problems involved in an integrated school than those....who are not so newly prepared.[7] In St. Louis, the feeling was expressed that "the satisfactory manner in which teachers assigned to integrated faculties performed their duties may be attributed in considerable part to the effectiveness of the student-teaching program in giving prospective teachers first hand experiences with and a desire to serve in integrated situations."

Several principals reported that teachers attended biracial workshops. In a Maryland school system a workshop, which included teachers, administrators, and supervisors, was scheduled prior to the opening of schools. Participants were encouraged to communicate freely one with another about fears and anxieties concerning their assignment to desegregated schools. The workshop was structured so that the teachers could learn from each other. The solutions to their problems (worries and fears) resided within the group, and through discussion and interaction many of their concerns disappeared by the end of the workshop. It was felt that another follow-up workshop was needed at the end of the year to reinforce and clarify the meaning of the year's experience.

A Louisiana principal prepared a written statement outlining his position regarding desegregation for the faculty of his school. He reasoned that statements attributed to him which were not in keeping with his point of view would be nullified after the "position paper" was read and dis-

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[7]Morris Hamburg, "When the School is Integrated–The Principal's Job," *The National Elementary School Principal,* XLV (February, 1966), p. 24.

cussed. His major considerations were to:

a. work to maintain the high regard by the community for the school;
b. be fair and just in the treatment of boys and girls in all matters;
c. be unwilling to consider race as the cause of all difficulties between students of different races;
d. provide his full support of the faculty in program adjustment or development as well as in other school matters.

ORGANIZING FOR INSTRUCTION

The successful principal attempts to project and provide for change in his school. As a catalyst to change, desegregation causes few, if any, new instructional problems, but it may bring many old problems to the forefront. Desegregation encompasses every phase of the program of public schools–pupil placement, curriculum, personnel, plant utilization, instruction, etc. Change should take into account the problems in these areas and not be imposed merely because some other school "is trying it."

School activities should be organized in such a way as to provide for meaningful educational relationships among pupils of all races. There should be opportunities for all children to enjoy school curricular and cocurricular activities and the principal should insure that the participation of students is in no way discriminatory. It may be necessary to abandon materials and methods which have not, in fact, provided opportunities on a broad basis for students to participate in the program of the school. Entirely new materials, techniques, and programs may be needed. More recent methods of instruction, such as team teaching, individualized programming of pupils and materials, and peer teaching, should be examined and tried, and materials should reflect the many ethnic groups of our pluralistic society. Identification with

materials and programs by students provides easier acceptance for instruction.

The ideal framework for organizing a school is easily constructed; however, most administrative assignments do not begin in ideal situations. A useful approach to this problem is to analyze carefully the initial working environment. After this, a sound course of action can be developed by using policies as guidelines and by selecting solutions from existing alternatives. Working within the scope of power available, the principal then can make an analysis of each new program and establish its elements. The principal must take into account:

1. Objectives of organization (the why)
2. Structure–framework for operation (organization chart)
3. Role definition of principal–(who)
4. Role definition of teachers and staff–(who)
5. Methods and techniques to be used–(how)
6. Timetable–(on a sequential basis with checkpoints)
7. Facilities–(available and needed)
8. Staffing requirements–(people needed to carry out programs)
9. Means of supervision–(for control and assistance)
10. Performance evaluation criteria–(in terms of objectives)
11. Initial evaluation–(how well roles are being filled)
12. Feedback to persons involved–(to upgrade the individual)

A program of educational change must have guiding principles, such as those enumerated below.

1. Personal involvement of faculty is essential.
2. Growth of faculty is needed to improve the program.
3. The faculty must be reoriented to gain:
   a. new insights into the nature of students and the

learning processes;
b. new teaching skills; and
c. new attitudes.

4. The process of change is slow and gradual.
5. There is no set pattern to follow (this is determined by the nature of the school, the interest of the faculty, and the characteristics of the students).
6. Keep lines of communication open.

The curriculum is composed of skills, content, and relationships. Skills and content should be taught sequentially and systematically to develop the child according to best considerations of his individual needs. Every opportunity should be provided for the child to learn communication skills and content.

Although socially disadvantaged children are not part of the "mainstream" culture, there is no reason to believe that the rules of learning do not apply to them. Advances made by taking programs of environmental enrichment and benefits resulting from challenges offered by school desegregation have raised the achievement levels and expectancy levels of Negroes. Experiences of the large majority of school systems have shown that educational chaos does not result from desegregation. Negro pupils increase their rate of learning and white pupils maintain their rate of achievement. The aims of the school and needs of Negro pupils may require adjustment, but clearly understood high expectancies can be maintained in desegregated schools.

Academic and Vocational. The diversity of social classes represented by students new to desegregated classrooms determines to an extent the changes which must be made in the curriculum and the instructional processes. Middle-class Negro youngsters, for example, have high aspirations and are strongly motivated to achieve. Children from poverty stricken homes, on the other hand, do poorly in a

school where the curriculum is slanted toward middle-class values.

The range of tested student abilities generally cluster below the national average in schools of the economically deprived areas of given communities. Motivation toward "academic" learning is poor. Experiences relevant to traditional classroom instruction procedures are limited. Achievement is low. The "social promotion" of the graded system has compounded readiness problems. Hence, homogeneous grouping by achievement levels can and does promote segregation within a desegregated school and should be avoided.

Children should have social, physical, emotional, and intellectual readiness to handle materials and skills to be presented to them; goals must be immediate, purposeful, and have valuable meaning–applicability to the daily life of the child. The long range goals of education have little meaning to the economically, culturally, and socially deprived children; therefore, they must be taught on the level for which they are "ready", using the best, most enriching materials and methods possible.

One of the major fears of white parents is that the academic standards will be lowered as Negroes enter formerly all-white schools. In the past Negro students in the South consistently have scored lower than white students on standardized achievement tests. There is now sufficient data, based on broad status studies as well as experimental research, which indicate that Negro students are "closing the gap" between their own general level of achievement and that of white children. Academic levels of Negro children can be raised in the desegregated school through the use of appropriate instruction and curricula. Lowering of academic levels of schools is not an inevitable result of the change from segregation to desegregation. Desegregation generally has led to increases in academic achievement of Negroes while the

achievement of whites has not been adversely affected.[8] Desegregation–not only of schools but desegregation within schools–early in the child's school career prevents many educational deficiencies that have tended to appear in upper-grade school years; therefore, "academic standards," if this is in truth the factor of greatest concern, can be upheld more easily on a district-wide basis.

Many principals have reported that remedial or compensatory programs conducted during the periods of transition from segregated to desegregated schools were supervised carefully to decrease negative connotations. They felt that labels given to 'special classes' attended by students who were trying to compensate for early educational deficiencies could nullify gains. In general principals have said that students received needed remedial help, but that they also spent several periods of the school day in regular classrooms. Constant evaluation and continuous guidance provided the students opportunities to move rapidly to a regular academic schedule. Compensatory programs proved quite acceptable to students when tied to desired recreational or other high-interest programs.

Grouping. Educational programs in the public schools are designed to meet the needs of each child to the extent that it is possible. Organizing school children into groups, whether by grade levels or by achievement levels within grades, is a step in an approach toward that goal.

Groups can be brought together for instruction on approximately the same social, emotional, physical, intellectual, and educational level of development. A grouping plan

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[8]See *Desegregation Research: An Appraisal* by Meyer Weinberg–another of the series of publications by the Phi Delta Kappa Commission on Education, Human Rights, and Responsibilities. Bloomington, Indiana, 1968.

should be flexible enough to allow for regrouping whenever children's needs indicate that this is desirable. In each grouping situation criteria should be established to determine specific educational needs of individuals; predictions of how the grouping will help the individual also should be made. A child's present level can be determined generally from his past school records, from the type of environment in which he was reared, and from a variety of evaluative criteria. On the other hand such sources are not always accurate when making an assessment of a child's potential achievement.

Homogeneous grouping by achievement is an administrative device merely to narrow the range of levels of achievement in a given classroom. It promotes inequality because children of different groups obtain labels of "levels of dumbness." Children know the difference between "bluebird," "dove," and "redbird" grouping labels. Research regarding the effectiveness of homogeneous grouping is inconclusive, but its faults are obvious.

Heterogeneous classes are representative of the life faced in a democratic society. In such classes it is possible to utilize the talent of every student, particularly if the "unit" method of instruction is employed. The use of the "medium technology", large group and small group instruction, and independent study programs, promotes individualized learning. By individualizing instruction varying ranges of ability, achievement, and interest can be taken into account. Progress is made at each pupil's own rate of ability and readiness.

In some regions of the United States Negro students typically have scored lower than white students on standardized achievement tests. Although these tests admittedly are not culture free, many principals grouped children for instructional purposes on the basis of educational achievement attained on achievement tests. Special classes for slow

learners on this basis often have been all-Negro. Rather than regard such students as educationally deprived, teachers frequently labeled them as intellectually retarded. As a result *de facto* segregation within the school has been maintained, an approach which inhibits and actually may reverse meaningful learning. Once desegregation has been implemented as policy, pupils and teachers should not have to go from a segregated school into a school in which segregation is practiced in programs and activities.

Grouping was a matter of grave concern to the principals who responded to the questionnaire used in this study. Homogeneous grouping was prevalent, but advocates of heterogeneous grouping were quite numerous. Principals who used grouping as a means of organizing the schools for instructional purposes employed many criteria for the selection of students: teacher recommendation, I.Q. tests, achievement scores, emotional and social development and random selection. Race was taken into account when an imbalance in groupings occurred.

Departmentalization or other staff organization. Principals reported many modifications of staff organization. Elementary schools reported non-grading, team teaching, Joplin Plan grouping across grade-lines, semi-departmentalization, core programs, compensatory programs, and remedial programs in all basic skills, especially reading. High school principals reported that departmentalization was the basic form of organization. Several principals, however, noted the use of the school-within-school arrangement in an attempt to reduce "bigness," team teaching to utilize special skills and improve coordination, and nongraded classes to insure continued progress at individual learning rates. Principals reported overt attempts to insure that racial discrimination would not be present.

A principal from Mississippi wrote that his staff had

been organized into departments so that all staff members could share in an interchange of ideas. By departmentalizing he felt that teaching abilities might be strengthened, that each racial group could become accustomed to the culture of another race, and that staff integration would be less complicated. Small classes in special areas were combined to provide a better quality program without excessive increase in cost.

Facilities. Principals were not as concerned about physical facilities as they were concerned about the teaching and learning environment. The graded curriculum has fostered between children an unhealthy competition for grades. The teacher has served as a judge. The ungraded curriculum seems to offer more desirable competition—that of a child competing against himself while learning levels of content. Children learn what they are ready and able to learn. The emphasis of the teachers in the ungraded arrangement is more upon determining the level of the child's progress than in judging the ability or personality of the child.

Many principals reported that they had moved to ungraded programs. They realized that there was an academic difference in the backgrounds of any disadvantaged child. Ungrading permitted them more flexibility in meeting individual needs. Resource personnel and teacher aides, often compensated through federal programs, were used to individualize instruction.

DISCIPLINE

When asked about the most perplexing problems, inevitably many principals will say that discipline presents a constant difficulty. Despite the efforts of the principal and teacher, situations requiring disciplinary action exist. Children, regardless of race, have problems. The principal should

be careful to avoid overcompensation because of race. Too much emphasis upon race as a factor related to discipline problems produces negative feelings among all students. If race is mentioned by a student in a desegregated school as the chief cause of difficulty, an exploration of the point should be made.

It should be recognized that misbehavior traditionally has not been condoned in a segregated Negro school. In the typical segregated Negro school one of the primary concerns of the principal was to keep "order" in his school. It was necessary for him to run a "tight ship" if he were to maintain the order which was expected of him. The simplest technique to accomplish a well disciplined school was to maintain an authoritarian atmosphere between himself, the teachers, and the students. Addressing teachers formally using surname and title (i.e., Mrs. Jackson) in all contacts was a part of the structure of formality.

In the classroom pupils were required to "behave" with little whispering or talking permitted. Typically independence and self-direction were not fostered. Feelings were stifled but not stopped. Because of the positions and because of the training required by the positions, the principals and teachers in Negro schools were highly respected by Negro parents. A high percentage of talented Negroes chose teaching as a career because teaching (albeit within the segregated school) was a profession open to Negroes.

In the typical segregated white school, the principal did not feel the threat that the Negro principal perceived. White teachers and students experienced a more relaxed atmosphere. Pupils participated in planning, class discussions were fostered, principals and teachers typically addressed each other by first-names. White parents, often as highly trained as the teachers, were not reluctant to disagree with teachers. Teaching was selected as a secondary profession by whites;

there were other areas of desirable work open to white people.

Upon entering the desegregated school the Negro student may be puzzled by the relaxed atmosphere. In attempting to find the "metes and bounds" of the more subtle aspects of permissible behavior in the school, he may inadvertantly "over step" the bounds. When confronted, he may be struck speechless because of fear, which in turn may be interpreted by the white adult as insolence or hostility. The "penalty" may not be severe or out of the ordinary, but it likely is perceived to be so, giving rise to an hostility and "defensive-aggressive" behavior. Lack of understanding of this point will cause the white administrator considerable difficulty in adjudicating disciplinary problems.

In the desegregated school the principal, white or Negro, must orient teachers to the problems that can arise as a result of their unawareness of the different styles of in-school life to which the Negro and white (teachers and) children are accustomed, to the potential conflicts which may emerge, and to a procedure to follow in the event there is intergroup conflict. Teachers should be encouraged to help students to formulate a code of student behavior, one which all students *and teachers* understand. Group rules formulated by peers are much less difficult for students to accept than those which are superimposed. Self-direction and self-control improve the disciplinary environment by increasing the achievement and improving the mental health of students and and teachers. Teachers, by guidance, can assist students to develop self-direction and pride in their school.

Consistency is a key word in discipline. Discussing procedures openly assures that understandings of effective disciplinary standards will be consistent throughout the school. Reviewing punitive measures with teachers will help to avert exceptional and excessive punishment.

If a student is persistently called "bad", he is mentally hurt and fearful. He may have been taught to supress these feelings, but his mental outlook cannot contend with complete negativism; therefore, punishment should not compound the problem by promoting negative attitudes. What a child hears, sees, and feels about behavior makes an impact. He learns many more things about discipline through the process of observation than rules and regulations can teach. Since individual values and perceptions shape behavior, the child, as a person, is more to be valued than any action he commits.

Young people, white and Negro alike, desire honest and sincere expression of feelings; therefore, school personnel should set active examples. Actions speak clearly in the realms of fairness, honesty, kindness, orderliness, control, and respect. Effective relationships with any person depend upon listening attentively and openly to what the other says and upon being willing to express one's own feelings honestly. Being honest is more important for the educator than being positive all the time.

The principal is responsible for the standard of conduct of the pupils. Although each teacher is encouraged to handle his own disciplinary problems, the principal should be available to assist when needed, and he should exercise disciplinary measures appropriate to the situation.

Insofar as the public is concerned the principal should support teacher-made decisions. Corrections, if any are indicated, should be made in private. Nothing is so disquieting to a teacher as to have a parent say, "but the principal said....otherwise." The principal should contact parents concerning discipline only after he has talked with the teacher. Teachers need evidence that the principal is fully behind their efforts to maintain order.

Corporal punishment potentially can create more prob-

lems than it can solve. Some children have become so adjusted to this method that it is the only effective procedure. In most states teachers have *in loco parentis* authority. Parents, however, should assist in deciding whether corporal punishment is to be used with their children, and a witness should be present if corporal punishment is used.

A principal should "mean business" from the first day of school. Many principals who responded to the inquiry emphasized the importance of making students immediately aware of consequences of misbehavior. The principal should be prepared to follow through indefinitely with the procedure of making requirements and asking that they be fulfilled. A principal who threatens and does not follow through will lose the respect of his students.

Teachers also find it very difficult to "clamp down" after having been taken for granted because of allowing students to do as they please. It is much easier to be firm at first and ease up as situations demand. Some typical mistakes in maintaining discipline are listed below.

1. Personal preference is shown for individuals. Teachers' "pets," preferred because of social class, racial or ethnic origin, and services rendered, are potential trouble spots in a desegregated classroom.
2. Lack of tact, with criticism of children instead of actions, in front of class builds resentment and hostility. The prejudicial use of words denoting color, and the distasteful practice of talking *down* to children of other races unite all children against the speaker, be he principal or teacher.
3. Unfairness, displayed by blaming the whole class for actions of one or two deviants, causes anger.
4. Inconsistency, illustrated by letting children disobey rules on one occasion but severely reprimanding them at other times when they disobey the same rules,

promotes disrespect for the teacher and the rules.

5. Vindictive attitudes, such as "that will pay you back for misbehaving," only cause children to "flare up" again. When the teacher controls her anger and takes stock of her feelings before acting, the child has the opportunity to regain his composure.
6. Indecisiveness of action, shown when no firm stand is advocated or when there is weakness of expectations, produces insecurity within the class. Teachers are not being mean to children when they ask them to follow rules. Children require correction to understand limitations.

A large majority of principals emphasized that discipline should be administered according to individual personalities and their specific violations of acceptable behavior. It was suggested that the principal should refrain from ever giving the impression that his behavior was a result of a racial bias. A Maryland principal said, "Make sure that you have all the facts concerning the case. Get the pupils to understand that it is disorderly behavior which is unacceptable, not the race."

Principals in five different states set up procedures in which a faculty member of both races was present when interracial discipline problems were being resolved. A Missouri principal noted that a high level of discretion and tact is required. "The only sound procedure is to make decisions based on facts. Teachers cannot castigate or indulge except on the basis of facts. Each child should be given every opportunity to give his version of the situation."

A great majority of respondents felt that interracial problems required much involvement of parents of children. A Florida principal noted that certain operational rules had proved helpful:

1. Get the parent involved;

2. Present facts to both student and parents together in a face-to-face conference;
3. Allow both sides of arguments to be heard;
4. Emphasize the disruption the child's behavior has caused in classes. Stress that such behavior cannot be permitted because of the effects it could have upon behavior of other children;
5. Spell out the school's expectations. Define the punishment for the particular infraction. State clearly and emphatically what action will be taken if the misconduct is repeated;
6. In more serious cases, requiring the offender and his parents to read and sign a written summary of the conference helps to emphasize your concern for this type of behavior.

Negro colleagues told a Louisiana principal that firmness and fairness would be respected as much by Negro children as by white children. He spent much time with individuals, emphasizing the advantages of getting along together. "Since most boys and girls realized that it was in their own self interest to have the school run in an orderly fashion, advance information given by students helped to head off many potential problems." His problems were little different from those in his previously segregated school.

"Most disciplinary cases of a racial nature occurred when children were walking home," a Virginia principal reported. Negro children had a feeling of being "put upon" *even when white children were trying to be friendly*. Misunderstandings occurred because of different meanings given to words used by whites and Negroes; many children simply did not understand the different connotations. The principal spent a great deal of time developing pupil awareness of sensitivities of individual ethnic groups.

In successfully counteracting the much unfavorable publicity given to racial incidents by the news media, an Oklahoma principal used an all-boys forum for sensitivity training on "Problems Encountered in Our American Way of Life." Parents who were aware of the real discipline problems gave great support to the presentation.

STAFF PERSONNEL

"A school is no better than the personnel it employs." This variation on a theme especially applies to the selection of classroom teachers. Personnel relations, although a concern of everyone within a school system, is a chief responsibility of the principal. He should keep his staff challenged, hence happy, and should let each of the members of the staff know that they are appreciated by making sure that they are not overlooked.

In doing so the administrator carefully assesses the requirements of the educational task in his school and relates the skills, powers, and attributes of the total staff to the tasks in such a way as to accomplish most efficiently the objectives of the school program. Each employee fits uniquely into the total staff and adds a special measure of strength to its total potential.

In any school the actual operational direction may change over a period of time from that of the original plan. Although the pressure for getting a job done often induces the use of short cuts, they may not prove wise in completing the chief objectives of the school. The principal serves as the agent to reduce to a minimum this type of deviation. He is responsible for identifying unacceptable deviation and for helping his staff to determine limits within which each teacher and other members of the staff may work.

Grievances should not be regarded in a negative sense. Staff members should have the opportunity and the freedom to bring their suggestions, questions, and complaints to the principal. This sustained sensitivity to the living, functioning program is necessary for keeping high morale. Individual grievances, which inevitably arise from time to time, should not be ignored or treated lightly if a high level of *esprit de corps* is to be maintained.

The principal must recognize that education is no longer a decision-making job for one man. He must utilize his staff and view his role as the chief coordinator of a professional team. His functions are:

1. Give guidance and inspiration to instructional staff;
2. Express confidence in their ability;
3. Insist on atmosphere of freedom;
4. Help release creativity wherever it appears;
5. Work with associates;
6. Have and share with the rest of the staff a genuine respect for the professional status of classroom teachers; and
7. Set up dialogue in which everyone can be heard.

The following expectations are essential for the principal if he is to do an effective job. He, in turn, must be considerate of his teachers. The staff must have either———or ———will result:

1. Time to do the job———Incomplete, poorly planned programs;
2. Understanding of the operation———Impaired effectiveness;
3. Knowledge of related operations———Repetition of errors of others;
4. Experience (Five years experience in five years, not one in five)———Lack of knowledge of what to do;
5. Perspective to recognize proper relationships and impacts of actions———Poorly conceived and administered programs;
6. Facilities to do the job———Poor morale;
7. Knowledge of administrative principles and techniques———Lost motion;
8. Independence in approaching problems to the degree that he is not limited to a great extent by policy, custom, and personal factors———'Yes' man to super-

intendent and school board;

9. Freedom to act as trusted colleague with authority to use independence, but not freedom to act to use self-independence---Tied to "apron strings" of superintendent of schools;
10. Ability to act, to initiate action, to be a go-getter with ability proved in the firing line---Hesitation until pressure forces action.

Teachers should be provided with preliminary briefings, by the principal or a consultant before coming into a working relationship with persons of another race. Regardless of race, false assumptions and misunderstandings can put principal and teachers in opposite "camps" which would be most unfortunate. If any school becomes overstaffed with inadequate teachers, poorly prepared or unqualified for other reasons, the school cannot be effective. It truly becomes a "blackboard jungle" with little learning or teaching accomplished.

Arbitrary transfer of teachers may not prove to be feasible. Potentially good teachers, particularly new and inexperienced ones, may be driven out of education by placement in undesirable situations without the necessary orientation. After all is said and done, the values learned in 300 years of segregation and separation cannot be discarded easily. Most conflicts occur because of personality differences and misunderstandings anchored in the differences of "life styles" and not because of race, *per se.*

A principal from Virginia cautioned:

> The principal needs to "deal" with his staff as *professional* people. Races should retain their identities, histories, and backgrounds. Beware of overcompensation when dealing with another race. Be equal, fair, etc., but be aware!

A Florida principal noted that it was his responsibility to assist his staff to grow professionally. Most problems of

relations between staff members were handled openly. He evaluated his staff members, among other factors, according to their ability to get along with each other irrespective of race. When a staff member exhibited continual prejudice and intolerance, or became disruptive, he suggested that a transfer to another school might be beneficial to his school as well as to the teacher.

A principal from Kentucky suggested that disagreeable issues should be diminished as much as possible.

> Conferences should include only the individuals involved. The principal must stand behind the teacher when he is right and discipline him if he is wrong, but it is not necessary to make a scene of the incident.

EXTRA-CURRICULAR ACTIVITIES

A school in which attention is directed toward the academic program to the exclusion of extra-curricular or out-of-class activities will find it difficult to meet the educational needs of its students and, in particular, those of the educationally or economically deprived child. The extra-curricular activities are a vital part of the total school program. No principal can overlook the benefits to be gained from a strong academic program supported by and infused with appropriate and well-defined extra-curricular activities. Although such activities are not expected to make up for weaknesses in other areas of the school program, they do provide additional motivation to students who become actively involved in them.

Educationally and economically deprived children especially need the incentive of active involvement. The students who could benefit greatly from extra-curricular activities often do not participate for social, economic, or other reasons. Social factors may involve exclusion because of ethnic origin, family background, physical, and/or person-

ality unattractiveness. Economic factors may include the prohibitive cost of membership in organizations or the unwillingness of parents to invest money in the activities of the child. Other factors may include feelings of personal inadequacy, fear of being held up to ridicule by friends or family, and lack of knowledge about the activity with a resulting lack of interest.

Qualities such as leadership, social desirability, realistic self-perception, emotional stability, initiative, and better citizenship through acceptance by others are purported to be developed by student involvement in extra-curricular activities. The formation of new friendships resulting from voluntary participation while pursuing common interests is a frequent occurence. Towne concluded that extra or co-curricular activities assist in developing social confidence. He concluded that "further study shows that social and civic competence—the ability to get on with people and to cooperate successfully in our democratic society—are closely related to these out-of-school activities."[10]

Many aspects should be considered before the inclusion of the activity under the auspices of the school. Some activities may be limited inherently in interest to special groups, while others attract the entire student body. Activities may include clubs, athletics, social events or other activities which meet student need or demand. Answers to several questions need to be determined before proceeding to the development of the "activities" program itself.

1. Is there a capable sponsoring organization?
2. Does the activity meet a local need?
3. Is there a definite place in the program for such an activity?

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[10]C.F. Towne, "The Out-of-Class Curriculum in the Secondary School," *National Association of Secondary School Principals Bulletin*, CXXV (November, 1944), p. 26.

4. Does the activity have a definite purpose?
5. To what extent is the membership limited?
6. Is membership, which is limited to students of like interest and abilities, a worthwhile experience for students?
7. Will faculty sponsorship be competent for and enthusiastic about the activity?

Desegregation provides the opportunity for all youth to have experiences essential to citizenship in a democratic world. School administrators and teachers should encourage and make it possible for the Negro pupils who are attending a predominantly white school to become involved in facets of school life other than classwork. White students who already are accepted in mainstream activities should be encouraged to initiate action toward receiving minority group pupils into the out-of-class activity program.

There seems to be little problem in getting Negro students to take part in athletics. Principals have reported wide participation in both intramural and inter-scholastic athletics by Negroes at all school levels. Although the athletic program has been an accessible route to "in-school mobility," it is not the only available activity. This is only a small phase of the activities program. Rather than assuming that they have no interest in other areas, Negro students as well as other students, should be encouraged to join various special interest clubs such as bands, future leaders' clubs, the science club or the drama club, and many other clubs.

A thorough orientation should be held early in the year to acquaint all pupils of the nature and scope of the activity program and should be encouraged to become a part of this program. Negro students have participated in smaller proportions than have white students in the activities program and perhaps have held fewer positions of leadership proportionately in all areas except athletics. An investigation of

Southern Negro scholarship winners who attended predominantly white colleges in the North revealed that those who participated in extra-curricular activities and who had a "satisfactory" number of friends made better marks than those who did not.[11]

Principals from all sections of the South reported that few disruptive incidents had been traced to the desegregation of school activities; however, some parents showed resentful attitudes. Desegregation, in some instances, resulted in high posts of leadership being voted for Negro students who were in a minority. Although Negroes composed less than ten percent of the enrollment, two Negroes were elected student body presidents within an eight year period in a Missouri school. It was reported that in many schools Negro students were elected as team captains, cheerleaders, star athletes, club officers, class officers, and to other positions of responsibility. Other than the removal of discriminatory provisions, very few changes were noted in any co-curricular activity programs.

Several principals have reported that federally funded projects were used to improve relationships between students of different ethnic groups. A Maryland principal told of Saturday club activities which involved almost 90% of the students and many parents. An Oklahoma principal used available federal money to purchase band instruments in order that additional (Negro) students could have the opportunity to participate.

A Louisiana principal reported that scouting, which was discontinued when schools were first desegregated, was revived so that it was now more successful than before desegregation took place. He commended highly the support

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[11]National Scholarship Service & Fund for Negro Students, *Annual Report,* 1959-60. New York. (1960).

given by the superintendent and parents. He felt that one of the nicest functions which was held was a Spring banquet in the school cafeteria when the scouts displayed their craft creations.

One of the fears of white and Negro parents alike are the ramifications of social events. A variety of approaches have been reported by principals in their attempts to avoid unpleasantness and to insure that the activity program, including social events, will be continued. A Virginia administrator told of an unidentified phone caller who inquired whether dances would be held that year.

> I replied that we would follow our regular schedule of activities. He asked rather pointedly, "What will my daughter do if one of 'them' asks her to dance?" My reply was to the effect that she could decline any invitation, and that there were probably white boys with whom he would prefer that his daughter not dance. He agreed. I further suggested that the Negro students had much to lose from an unsuccessful dance. They would probably do little to mar the success of the venture. He accepted this thesis. He seemed to have calmed his temper considerably. Almost appalled by my blantant attempt to use the most detectable of diplomatic approaches, I asked outright for his help.
>
> "You seem like a reasonable person. Will you do me a favor? If you hear other questions, will you explain our position to the people who ask them?"
>
> "I will be pleased to do so," he replied.

A Maryland principal supplied the following procedure designed to minimize the chances for trouble at social events.

> Social events (dances) are planned co-operatively and supervised by teachers, administrators, parents, and students. Social affairs were all formal or semi-formal in nature. Couples only were permitted. Outside guests had to be sponsored by a student. Conduct of the students was evaluated constantly. Those who failed to conduct themselves properly were disciplined accordingly. Admissions were controlled very closely by requiring that tickets be bought in advance at school.

A different approach to the same problem was reported by another Maryland principal.

> Other social concerns did not present a problem. After discussing the problem of school dances with the Faculty Advisory Committee, we decided that we would refrain from having school dances. No inquiries came from the students for a long period of time. Silence by the administration was part of the method for dealing with school dances. It was felt that if the students really were ready for school dances and wanted them, they would express themselves to this point.
>
> When the students began to question why they did not have school dances, this afforded the opportunity to involve them in determining what should be done to insure, in a most enjoyable and successful way, the purpose for having school dances.

Students were asked some pointed questions:

1. Are you ready to have school dances? (In every instance the students, not thinking that there is more to a social event than just dancing, answered in the affirmative.)
2. What is the purpose of the school dance?
3. What plans would you make to insure that there is no incident or offense to anyone or any group?
4. What are going to be your 'ground rules?'

> Each of these questions is of great importance. The students eventually engaged the Student Council to make the fundamental plans for having an enjoyable and successful school dance.

A Citywide High School Student Council, an organization composed of two representatives from each secondary student council, reportedly meets monthly in St. Louis to discuss matters of concern, to make reports of its proceedings and to make recommendations to the students of their respective schools. Members of this council have been concerned particularly with the furthering of democratic attitudes and human relations in all phases of the school program.

Principals reported for the most part that activities were open to all students according to their interests and

desires on an elective basis. A West Virginia principal indicated that steps were taken to secure Negro student participation in every activity by solicitation when volunteers were not available. Many schools attempted to involve every child in at least one extra-curricular activity.

It is noteworthy that a number of principals reported some groups tended to "segregate themselves by choice." At dances and sports events, they reported, Negro students tended to gather together. Certain activities appeared to draw segregated groups. For example, Y-teens attracted many Negro girls, while Tri-Hi-Y attracted white girls. According to these principals, the students seemed to desire the security and comfort found from socializing with their own race. Such a condition must be viewed by the principals with some concern. Positive steps based on the principles of intergroup relations should be taken to assure that desegregation will not become "de facto segregation" in the activity program of the school

Principals should assure themselves, their faculties, and the students that:

1. There are opportunities for sustained interaction between members of the majority and minority groups represented,
2. Representative members of both majority and minority groups participate in the development of recommended policies governing the activity program of the school, and
3. Members who represent the minority group at the decision development level are articulate, insightful and understanding of the nature of the problems of intergroup relations.

If the above suggestions are followed, principals will find that, although their problems are not eliminated in the desegregated school, they will at least be miminized and re-

duced to manageable proportions.

TRANSFER–FREEDOM OF CHOICE ASSIGNMENT

Principals were not often asked to make decisions regarding the policy of pupil assignment in a "freedom-of-choice" desegregation plan. The decision belongs to the board of education. The orientation of pupils, however, was a designated responsibility of principals.

"Voluntary transfer" or "open enrollment" may create some problems on the part of the students. Not being part of the neighbor within which the school is located, they may feel as if they are foreigners within the school to which they transfer. This may be especially true if they live a long distance from the school and if they are of a minority race within the school. At the same time the student likely becomes disassociated with the group in his home neighborhood after school hours because of distance and time taken traveling. Further complicating the matter "open enrollment" within different schools may cause differences in class size which create a disparity in educational opportunity available for students.

Initially, many Negro pupils who elected to desegregate the white schools had obtained high academic records in the segregated schools. Later "desegregators" were not necessarily so "academic." Selectivity did not seem to be as prevalent as it formerly was. A forthright principal advised, "Regardless of race assign newly arrived students within existing organizational patterns. Make an effort to split up the transfers."

A Maryland principal stated that,

> I make certain that all new pupils and their parents know that our school is desegregated, before I place them in a classroom. If they are placed with a teacher of another race, I inform them of this before taking them to the room. All questions are fielded and answer-

ed as well as possible. Final decision of placement is reserved until we have had the opportunity to see how the child adjusts to the situation.

An Oklahoma principal expressed the feelings of many other principals concerning teacher transfer.

Teachers who are dissatisfied with any aspect of the school, and in particular desegregation, are encouraged to transfer and, in some cases, to resign. A teacher who has problems in adjusting and is unhappy usually is ineffective as a teacher in the situation. All transfers from one class to another are made on a professional basis, especially where there is a personality conflict. Teachers who do a good job in one situation may do a poor job in another.

A Florida principal had an "individual" conference with teachers transferred to desegregated classrooms.

The following points were emphasized in the conferences: (1) cultural likenesses and differences of pupils; (2) varied socio-economic status of pupils; (3) modification and correction of any stereotype concepts applicant may have regarding pupil population in the school; (4) awareness of connotations of words or concepts which are offensive to members of various ethnic groups; (5) acceptance of pupils' values as a starting point; and (6) awareness that some intergroup attitudes are deeply held and highly resistant to change.

The new teacher then met with guidance personnel and the curriculum coordinator who placed emphasis upon the importance of human relations and recommended appropriate materials about human relations. The new staff member then met the department head who completed his orientation.

Most principals denied parental requests for transfer from a desegregated classroom unless a request was based upon sound educational reasons. To grant a transfer on the basis of racial bias alone, it was felt, would "open the door" for any whimsical basis. A procedure adopted by an Arkansas principal seemed typical:

(1) A conference between the parent and the principal is held concerning the reasons for the request for transfer. (2) The parents are permitted to state reasons for the request. (3) Emphasis is made

that the school is desegregated, and that no considerations can be made because of race. (4) Method of assignment is explained. (5) Make-up of the school faculty is discussed. (6) Safeguards built into the program to insure quality education for each child are shown. (7) The parent is given an appointment on another day to spend a period in the classroom. (8) The teacher is brought into the next conference. (9) The problem is re-evaluated. (10) A decision is given which will be beneficial for the child. The procedure is purposely involved so that the parent will become well acquainted with the school personnel, school procedures, and good educational considerations. Usually the request is merely taken under advisement for further observation. The individual teacher is kept informed of the situation at all times. The welfare of children, not the maintaining of inflexible rules, is our chief concern. This procedure insures that transfer will actually be initiated for the benefit of the child.

INTERGROUP UNDERSTANDING

The principal should promote intergroup understanding actively through direct and indirect procedures. A bi-racial faculty, because of the availability of the background and experiences within the two groups, enables teachers to help each other understand their own reactions. The wall of segregation and the influence of tradition in many instances have caused the members of different groups to construct stereotypes of one another. Likes, dislikes, fears, prejudices, value standards, abilities, and inabilities, however, are different for each person; and teachers of different ethnic backgrounds who are working together with a spirit of mutual understanding and respect, under the leadership of an efficient principal, would tend to cause their pupils to perform in the same manner.

Much of what is seen in any situation depends upon the perceptions which experience has provided. This viewpoint may be useful if it suggests insights regarding the reality of the situation; it may be harmful if it thwarts or limits the understanding of the real situation. Perceptions may be

broadened through experience; therefore, pooling resources within the school and community, involving those persons affected by desegregation, is an appropriate way to bring about intergroup action, thereby providing a basis for greater accuracy of perceptions.

A principal from Mississippi wrote, "Effective interaction must come voluntarily on the part of individuals of any groups." Observation of desegregated groups has shown that a natural interaction occurs in small groups of persons who feel no discomfort in being together because of common interests and objectives or common backgrounds.

The development of pleasant intergroup relations among students is a critical area of responsibility for the school principal. The desegregated school provides opportunities for frequent daily association of pupils and teachers of various social, religious, and ethnic backgrounds in the formal classroom setting and in extra-curricular activities. In view of this it would appear important for the white administrator to understand the following three factors that may affect Negro students in face to face relations with white students.[9]

A social threat is present because the Negro as a minority group has been an object of white hostility. The power possessed by whites in contact situations of the past has been degrading to the Negro. Negro self-esteem has been low because of the attitude of superiority held by whites. The desire to escape this level of inferiority often has distracted Negroes to the detriment of job performance. White males have been especially more detrimental than whites females.

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[9]Katz, Irvin. "Desegregation or Integration in Public Schools? The Policy Implications of Research," Paper prepared for the National Conference on Equal Educational Opportunities in American Cities, Washington, D.C., November 16-18, 1967.

A second affective factor is the low expectancy of performance. Although research has shown that there is no real innate difference between academic ability of Negro and white, competition with white students may increase feelings of inferiority. On academic achievement tests Negroes, nationwide, have lagged behind white students. The Coleman report has shown that this gap has been narrowed, but the isolation of Negroes still exists. Until this gap has been eliminated, emotional insecurity will trouble the Negro; however, black consciousness is rising. One of its goals is the instillation of pride in Negro youth for his ability.

The third factor affecting Negro student relations with white students is the failure-threat. Failure has socially punitive meaning. The anticipation of disapproval, disparagement, or rejection by whites does not increase the success of relationships.

What the teacher does when he closes his classroom door is vital in setting the tone of desegregation. The classroom environment sets the basic attitude of the child about the entire school. Generally, if the child is happy in the classroom, he is happy in school. Noticeable changes in attitude occur when members of a small group have the challenge and motivation of working together in a common task. Many negative thoughts and feelings of prejudice can be softened within the classroom through discussion.

Many teachers and principals are not aware of the impact of their words and actions. Many teachers, who have middle class backgrounds and values, possess blind spots because of what they have not seen, known, or had the experience to understand. The tone of the teacher's voice, the words used, the manner in which words are used, the sincerity of facial expressions, and the actual attentiveness which the teacher shows while listening or talking determine the impressions which the child develops of the teacher.

If the teacher is not "tuned" to the task which he is attempting, it is unlikely that the task will hold the interest of the child.

Teachers should be careful to convey the feeling of welcome to all students. The teacher who 'plays favorites,' whether racial factors are or are not involved, will experience difficulty in maintaining respect of his students. It was reported by many principals that helping children to understand desegregation was not difficult when the attitudes of teachers were positive. A principal from North Carolina noted that white teachers found Negro children timid, shy and withdrawn. Gradually they were able to encourage class participation and involve the Negro students in discussion, planning, and school activities. In most cases both Negro and white students learned the mutual benefit of cooperation and understanding.

A principal from Virginia noted:

> Constant comparison [by the teacher] of the desegregated situation with previous experiences has negative effects on both the teacher and the pupils. Some quotations of a white teacher working for the first time with Negro children illustrate this point: 'Where I taught last year we worked on a rigid schedule.' 'Children in my home town are so much more advanced than they are here.' 'I had to tell the children yesterday that I was taught to never strike anybody.' Through individual conferences, recommended reading, and group discussion, teachers, especially those who have had little or no teaching experience, little or no contacts with individuals of differing ethnic groups, have to be reminded that the needs of children are universal. To make progress toward the realization of this objective, the teacher must become well informed about the characteristics, background, interests, and potentials of the children they teach.

Teachers and staff. Many procedures are used to foster interaction between teachers. A Florida principal reported that a buddy system, in which a teacher of a different ethnic group coming into the school was assigned two or more

teachers as a working team, had developed many well-balanced social relationships. He felt that the adjustment period to desegregation by both teachers and pupils was shortened.

A principal in Virginia wrote:

> One racial group has a tendency to view another as inferior. Any remark that supports the idea of inferiority or superiority of another causes conflict. In the case of discipline some of the white teachers feel that the Negroes are too adamant. The Negroes consider the whites too permissive. Teachers are encouraged to observe one another, to exchange ideas, and to recommend procedures. It has been found that both Negro and white teachers can learn from each other. Good teaching is not racially oriented. The ability to analyze needs of children and plan programs based on these needs requires cooperative efforts of white and Negro teachers.

Some teachers become aware of sensitivities of others. A Maryland administrator reported,

> Our white teachers were unaware that Negro teachers and the Negro community disliked the old familiar Stephen Foster songs such as "Old Black Joe". When this became apparent, the music teachers and those in charge of programs broadcast over the public address system were advised to eliminate these songs from the repertoire.

The Principal. Principals can become "swamped" under the mass of duties which they must discharge in the administration of a school. At times small details of administration may shut off lines of communication. Involved with his own dilemma of demands, and lack of time to meet these demands, the principal may become too "busy" to pay attention to the persons with whom he actually is involved. His mind may be upon the "big" problems which he faces. His agenda may place him physically in conference with another person, but his "hidden agenda" can place him mentally in another place.

The communication lines of the school principal are very complex and quite sensitive. Verbal communication is only one aspect of his interactions. Additional information is

conveyed in language which is silent. The "silent," non-verbal, language offers additional clues to true meanings of feelings. The verbal language and silent language may either reinforce or contradict each other. If there is contradiction, the listener must choose the true meaning. In spoken communication silent meanings are added through gestures, pitches of voice, inflections of word sounds, and choice of words. Teachers derive their confidence from their principal by face-to-face relationships. His open and silent communications constantly are being judged. The impressions gained from these face-to-face relationships are transferred into suspicions about his written communications. In written form, the silent meanings are conveyed through word choice and style of writing. A hastily dashed note looks hasty and dashed—and commands little respect.

When the school principal becomes the main adult male authority image for children needing racial self-respect and ambition, his race may prove to be an important educational factor. Communications with students will depend not only upon his personality, but also upon his race. Most Negro principals of desegregated schools seem to be able to establish rapport with Negro girls and boys and white girls, but some have reported difficulty in communicating with white boys, due primarily to the stereotype held by white persons relegating the Negro to a subservient position. Many white males experience difficulty in accepting a Negro as the primary male authority figure. This stereotype partially accounts for the predominant administrative structure in desegregated Southern schools in which a white person serves as principal and Negro serves as assistant principal. Seldom are these positions reversed.

White principals seem to be able to establish communications with white boys and girls and with most Negro boys. A former principal (white) noted this situation and wonder-

ed why Negro girls appeared somewhat reluctant to discuss school affairs or other matters with white male principals. He seemed quite surprised to learn that the withdrawn attitude was "anchored" in the segment of Negro culture which frowned upon the association of Negro women with white males.

In dealing with problems of desegregation the principal needs to be an especially efficient administrator. He needs to involve persons in policy development who are representative of ethnic groups present in the school. He must:

1. Make the decision clear to all and stick to the course of action once the decision has been made;
2. Be sensitive to timing;
3. Not allow himself to be placed on the defensive;
4. Admit that he has prejudices and ask, "What can I do to overcome these and prepare to meet the challenges?" and
5. Repair ineffective links in school communications.

SCHOOL AND COMMUNITY

Desegregation is not only a school problem; the community itself is very deeply involved. Orderly school desegregation can be accomplished more easily through the joint efforts of school and community organizations which involve many members of the community. The principal does not make decisions in a vacuum. He must get to know about organizations and refer individual requests for assistance to the organizations which can assist. If he makes use of the resources available he may build better relationships in the school and community.

The principal seeks to supply every citizen with clear, simple, and honest information and with a better understanding of the work of the school. When public sentiment is

on the side of the school, the principal and the staff are satisfied with their school public relations program. When public sentiment opposes the school, the principal and the staff feel less competent and less satisfied. The principal should undertake a vigorous program to develop and maintain genuine understanding. An effective school public information program is continuous; it is positive; and it is honest in its intent and execution. This type of program will help keep public sentiment favorable toward the school and help to maintain support of its programs.

The principal will want to determine some of the following items about the community:

1. What are the values of the community concerning desegregation? How deeply imbedded are interracial prejudice and hostility? What specifically can the school do in promoting desegregation without causing offense to the community?
2. What problems has desegregation of schools caused in the community? What can be done to reduce tension and ease attitudes toward these problems?
3. What roles should other agencies and groups play in desegregation? Should the school play the chief role in desegregating the community?
4. What are the attitudes of the community groups and agencies concerning the school? To what extent do these attitudes reflect the same objectives as those of the school?
5. What unified action has been attempted in the past? What unified action is possible in the future?
6. Who are the most powerful persons in the formal organization of the community and of special groups? Are these people the persons who "get things done?"
7. Are there other persons or groups who "get things done?" Are there individual informal or status lead-

ers who "get things done?" Who are they? How can they be utilized?

Principals, responding to a questionnaire, were asked to rank from one through twelve the community groups or agencies in terms of the degree of assistance which they provided the school. To arrive at a composite ranking score of the groups, a weighted system was employed, i.e., each time a group was ranked first, twelve points were assigned; second, eleven points; etc. The composite frequency of ranking of the groups is presented below.

Sources of Assistance From the Community in Desegregating the schools as Reported By Selected Principals.

Community group or agency	*Composite frequency*
1. Parents	804
2. Parent-Teacher Association	670
3. Civic Organizations	471
4. News Media	470
5. Status Leaders	462
6. Informal Power Structure	442
7. Formal Power Structure	421
8. Ministerial Association	388
9. Police Department	377
10. Welfare Department	366
11. Health Department	354
12. Juvenile Court	222

Two-thirds of the principals rated parents as either first or second in importance for assistance. Over half of the group ranked the P.T.A. first, second, or third in importance. Nine other groups were clustered near the fifth, sixth, or seventh rank. Only the juvenile court was considered relatively unimportant.

The tendency for Status Leaders and the Informal Power Structure to be ranked higher in community influence than the Formal Power Structure groups has been shown in many research studies. Kimbrough, in a well known study, found that the Informal Structure was significantly more influential than the Formal Organization within a community.[12] The situation, and not the position, determines the degree of leadership which will be exercised by individuals. Civic Organization leaders, and other status leaders hold much less formal positions than do officials of the city government, police department, welfare department, health department, and the courts. The rankings by the principals strongly agree with the rankings in other community studies.

Other groups which were mentioned by principals included real estate agencies, individual churches, scout leaders, community action personnel of the Office of Economic Opportunity, and university consultants. Individual civic organizations such as the Woman's Club, Lions Club, YMCA, YWCA, were singled out for their specific contributions.

Parents. What do parents fear from desegregation? White parents may be resentful of the large number of Negroes when the school ratio increases. They may ask what is happening as a result of Negro pupils and Negro teachers being present. They are concerned when schools are located in predominantly Negro neighborhoods. They have questions about the lowering of academic standards and the operation of social activities. Disagreements among students before desegregation are dismissed with "boys will be boys." After desegregation the same situation becomes a racial incident. Parents are hesitant to accept Negroes as equals, because de-

[12]Ralph B. Kimbrough. *Political Power and Educational Decision-Making.* (Chicago: Rand McNally and Company, 1964).

segregation is new to them.

Negro parents want the same benefits from life for their children that white parents have received for their children. Parents of any underprivileged group of children see the school as the chief hope for their children. They want to help but do not know how. Negro parents do not have the same questions to ask as the middle class white, or they may not ask questions at all. Their type of interest also differs. The chief concern of Negro parents is to make the child mentally comfortable and secure within the desegregated school. They are concerned that de facto segregation causes their children to be exposed only to low socio-economic groups of children. They are concerned that ability grouping causes re-segregation. They want the child to participate in activities, but they feel that white people should initiate the first friendly action because of prior domination in this realm.

There is no one simple recipe for working with either Negro or white parents. Getting parents of the two races to work together is an even more difficult problem. The initiation of interaction belongs to white persons because they generally are accepted already in the mainstream of American life.

Many parents, regardless of race, do not feel comfortable in school situations. Negative parental attitudes usually mean anxiety for the child. They fear or distrust school personnel. To break down many of these negative attitudes, natural acceptance and non-critical feelings toward parents and children must be demonstrated. Even if the clothing or the background and ideals are not to the liking of the typical middle-class principal (Negro or white), genuine interest in the person as an individual is essential to the child's welfare.

Informal meetings with parents can be held in the home of the parent or at school. Meetings at school should be held in a small conference room rather than a classroom.

Sitting beside the parent rather than putting oneself above him or across a desk assures that parent relations will be conducted on an inter-personal basis.

The principal should not talk down to parents. (A teacher in the Franklin School in Detroit made the comment, "Don't ever look down on anyone, for if you do you may find that you'll have to look up to someone else.") They are not children, and they are concerned. A parent should be told in simple, easy-to-understand terms how the child is doing and why you think he is doing as he is. Realistic suggestions for improvement should be provided. Frankness is essential. Any evasive tactic will be interpreted as being deceitful, especially by Negroes who have become accustomed to not trusting white people. Parents should be given a chance to "sound off," but the administrator should not argue with parents. He should control facial expressions of disapproval and avoid showing surprise or anger. A wince or frown may cause discomfort. Gestures may elicit unintended reactions. The parent should never be given cause to feel embarrassed about his own background or educational shortcomings.

Parent-Teacher Association. Several principals told of P.T.A. activities which were pointed toward improvement of community relations. Panels of leaders from schools, churches, courts, city governments, police departments and many parts of the community discussed the improvement of human relations and respect for authority. Audiences were encouraged to ask questions. Name cards in front of panel members facilitated communication. Parents wanted to know that quality education would continue, and that the safety and protection of children would be insured. Negro parents were involved mainly as committee members, but many principals reported that Negroes served as P.T.A. officers. Working together on a common project eased many tensions and increased understanding and acceptance.

Civic Organizations. Specific suggestions to the principal for the utilization of civic organizations follow. They are derived from the experience reported by principals who were interviewed and who responded to a questionnaire. Civic organizations may be used as a "base of operation" to:

1. Talk to small groups of students,
2. Provide leadership to special interest groups,
3. Furnish speakers and sponsor special activities,
4. Conduct special learning activities to demonstrate interest,
5. Assist teachers by better acquainting them with the community,
6. Conduct community surveys to provide information for guidance in counseling students,
7. Cooperate with school to provide supervised activities,
8. Sponsor clubs and advanced study groups over a wide range of interests, and to
9. Enlist assistance for school sponsored programs.

Many principals reported seeking the support of informal leaders and persons who were prominent in the community as advisory committee members or as a sounding board for community opinions. Some civic groups and clubs provided strong leadership in initiating new programs and promoting better human relations.

Police and Courts. Principals reported that cooperation from the police departments and juvenile courts were essential to supervision of students before and after school hours. It was reported that the police never hesitated to assist at athletic events, dances, and special events. Police and court officials, especially in cities, spent long hours in conferences with school personnel and students to solve discipline problems, especially in attempting to overcome racial tensions.

News Media. Cooperation with news media is an essential ingredient to the dissemination of information. The principal should carry out the basic essentials of a continuous information program. He should provide the news media with information by means of interview, personal discussions, phone inquiries, and news releases. He should remember the deadlines of the press. When he makes a statement or releases news, he should have something to say and keep it as clear and concise as possible. He can expect editing by the press for purposes of spacing and clarification. (Misquotation is another matter.)

A principal from one Southern community reported that newspaper reporters were very cooperative in the first year of desegregation in that little publicity was given those factors which would result in poor reader-perspective. Other principals reported contrary experience (but equally effective) in that reporters were invited to notable events. Articles were submitted by principals and other professional personnel, usually following procedures jointly agreed upon by school personnel and newspapermen. The principals commended the newspapers highly for emphasizing positive aspects of the school situation.

ADVICE FROM EXPERIENCE

A principal who for the first time has the responsibility for administering a desegregated school needs to take an inventory of his feelings, biases, and attitudes toward interracial relations. He should analyze his shortcomings and attempt to overcome prejudices, negative feelings, and stereotypes. If he cannot accept all persons as equals, he should not accept the assignment as principal of the desegregated school. He needs to talk to other principals who have been involved in the desegregation process in order to understand

what happens in desegregated schools. The perceptiveness, the attitude, and the ability of the principal to organize the program and the faculty for effective instruction in the desegregated school will have a great deal to do with how well desegregation works. Experienced administrators of desegregated schools gave the following advice to other principals of desegregated schools:

Be open minded. Over come complacent attitudes, and accept and foster change.

Be fair and objective. Do not overcompensate.

Be sincere. Like other people. Accept their differences.

Be considerate. Respect opinions and feelings held by others.

Be natural. If you are evasive or are defensive you will not be trusted.

Be consistent. Enforce rules and regulations in a non-discriminate manner.

Be calm. Do not create problems. Enough of them will come from outside sources.

Be sensitive to needs of others. Be perceptive of possible repercussions of actions. Do not be pressured to render a decision you know is unjust.

Be careful of placement of pupils. Place them in groups in which they can feel comfortable and secure. Place them with teachers who will accept them. Make the decision about placement and support that decision until it is shown to be possibly harmful to the child.

Constantly evaluate, plan and design the curriculum with your faculty. Know the materials available for instructional purposes. Provide materials on intergroup relations for students and teachers to promote social awareness and understanding. Make desegregation complete by desegregating the curriculum.

Do everything possible to make desegregation work so that teachers and pupils can go about their tasks with a minimum loss of time. Arrange for orientation sessions with the faculty and encourage

orientation of the student body. Be positive in your conviction that desegregation will be successful. Prejudices and fears must be allayed. Stereotypes must be removed.

Avoid words or phrases that are acceptable to one race but unacceptable to another. Call pupils and teachers by full names to avoid "turning them off".

Learn characteristics of students–why they use the language they do, why they cannot pay for supplies and lunch, why they are so aggressive. Realize that differences in values and backgrounds do exist and keep these differences in mind when working with each individual. Realize that problems are as much social and economic as racial. Know as many pupils by name as possible. Nothing sounds better to a person than the sound of his name being given positive recognition.

Make decisions with the interest of the whole school in mind. Maintain quality education as a major concern. Operate on a single standard related to effort, achievement and citizenship. Establish a climate which recognized the rights of individuals. In controversies base your decision on what is best for the child (not the parent or staff member).

Be aware of court rulings, and school board policies. Obtain the support of the school board for your administration policies.

Become well acquainted with the community. Know the characteristice of people living there. If problems arise from a particular racial population study the local situation. Know the home background of pupils. Know characteristics of schools which are "feeders" to your school or of schools to which your pupils "feed." Become familiar with consultants and agencies which are available under given situations. Open communication pipe-lines into the community. Make yourself always available to members of all races. Particiapte with civic groups. Learn community values and feelings. Get to know key people of all races in the school community and utilize their talents for communication. Become an expert in public relations.

Parents of both races should be kept informed. Provide many opportunities for all parents to visit the school. Get as many as are willing involved in school activities such as health committees,

teacher aides, room mothers or library helpers. Let the parents see what is happening in the school. Support activities of the Parent-Teacher Association. Find out who possible leaders are but learn which ones are likely to provide opposition. Let the parents get to know you and your staff.

A key to effective desegregation is the attitude of the staff. Negroes and whites must be accepted as individuals. Accentuate positive aspect of human relations. Be straight-forward in talking about problems. Work and plan with the staff and instruct the group on ways of handling desegregation and on means of working with children of another race. Emphasis should be placed upon understanding children and their experiences. Sensitize them to language barriers between races. The staff should include members of minority racial groups.

Control the problem and do not let the problem control you. Be prepared to do a great deal of close observation and listening, deep thinking, careful planning, honest communication, and extensive organization.

MAJOR DECISIONS

Inquiry into what principals felt were their major decisions or "turning points" revealed a variety of notions. Although there appeared to be no consensus as to the single most important act or decision by the principals, it is interesting to note they believed that the central office administration, the school board, the courts, or other persons had made the decision to desegregate. They felt that if there were one major decision which they had made regarding desegregation, it came when they decided to remain as principal or to accept the principalship of a desegregated school. The principal's role was that of an organizer of compliance and implementation. Along with the decision to accept the position a major decision identified by some was the acceptance of the philosophy that "all persons are created equal" and, therefore, should receive equal consideration and value

for their personalities. Although those responding to the questionnaire were a selected group of principals, their decisions reflected viewpoints which are diverse and which suggest areas for new principals to give some consideration. In their own words, the most important decisions made by selected Southern principals in the process of school desegregation are presented below.

...accept the principalship of a predominantly white faculty.

...decide that public education was sufficiently important that anything legally and morally justified should be done to preserve it. The entire staff should know my position. The students and parents should know where the school stood.

...accept the challenge and administer in an effective manner.

...make certain that my own thinking and acting was without bias.

...discipline myself so that I could lead others to do the task to be done.

...face each problem squarely.

...accept this problem as another challenge and to project this feeling to members of the staff in such a way that they too accepted it as a challenge.

...work toward the best possible education for every child.

...keep an open mind and to help to develop the same philosophy with the staff.

...accept the change and to try to understand and work with Negro families. To be fair and firm in making decisions.

...treat each Negro child with the same consideration and expect of him as much as [of] the white child.

...help each child achieve to the best of his ability.

...treat every student and faculty member as an individual, offering praise for achievement and constructive criticism for failure.

...attempt to understand and know other persons by communicating and working together harmoniously.

...be warm and polite, but not deferential to any student by examining uses of prejudice (sic) wording.

...create an atmosphere of happiness that would foster mutual self-

respect by (1) showing empathy to all students; (2) building self-confidence in the faculty; (3) generating feelings of acceptance and appreciation by students; (4) showing consideration of feelings and concerns of all parents; and (5) developing wholesome attitudes and understandings of the problems that confront us.

...attempt to learn the names, the ways, the likes and dislikes of all students—of both races.

...give positive leadership for providing a wholesome learning laboratory to all students.

...make communications as thorough and clear as possible to avoid misunderstanding.

...inform the public by all possible means.

...secure the cooperation of all elements of the adult community and to utilize their influences for a harmonious transition.

...work with an integrated PTA to promote a good human relations program.

...to organize an orientation meeting with parents and students.

...select a staff of resourceful people who could understand the problems and who would do all in their power to eliminate the misconceptions regarding race.

...hire Negro teachers. White teachers often consult them for help in how to deal with problems with Negro students.

...integrate the staff in proportion with the racial character of the student body.

...include Negro teachers and counselors on the faculty.

...exchange teachers with a Negro school. This gave a good insight into problems.

...select a Negro as vice-principal.

...employ a white teacher.

...establish procedures to integrate the faculty and student body.

...expect all school personnel to adjust to change, with emphasis placed on a climate for quality education.

SUGGESTED READING FOR PRINCIPALS OF DESEGREGATED SCHOOLS

I. Books

Bash, James H. and Thomas J. Morris. *Patterns and Practices of Faculty Desegregation.* Bloomington, Indiana: Phi Delta Kappa, 1967.

Based on research concerning the experiences of Southern school superintendents who have worked with the problems of desegregation, this booklet contains practices and suggestions related to faculty desegregation. Thirty-one suggestions summarize steps in the development of a successful plan of faculty desegregation.

This pamphlet is helpful to any administrator who will be involved with faculty desegregation.

Chesler, Mark A. *In Their Own Words: A Student Appraisal of What Happened After School Desegregation,* Atlanta, Georgia: Southern Regional Council, 1967. 76 pp.

Twenty Negro youths who had been physically desegregated in the Southern schools tell about their experiences after school desegregation. Their words and expressions indicate a clear picture of the views of a Negro in a "white" school. The character of their teachers and principals seems to be the most important factor in their period of adjustment.

Dean, John P. and Rosen, Alex. *A Manual of Intergroup Relations,* Chicago: The University of Chicago Press, 1955.

Twenty-seven propositions for effective intergroup relations are presented and discussed. This paperback is highly recommended because of its importance in the field of race relations.

Levine, Daniel U. and Russell C. Doll. *Inner-City Schools and the Beginning Teacher: a Dialogue.* Bloomington, Indiana: Phi Delta Kappa, 1966.

To help beginning teachers understand the behavior and learning problems of disadvantaged youth, eleven critical questions are discussed. The dialogue should assist these persons and those who have had the experience of teaching in the inner-city school to operate a

better instructional program. With this information a person with middle-class values will be better prepared for a critical assignment.

Noar, Gertrude. *The Teacher and Integration,* Washington, D.C.: National Education Association, 1966.

Prepared for students who plan to teach, this book examines sensitivities and provides information about desegregation in action.

United States Commission on Civil Rights. *Racial Isolation in the Public Schools.* Washington, D.C.: Commission on Civil Rights Clearinghouse, March, 1967.

This report drew from existing data, staff investigations, public hearings and new research performed by consultants.

Four major findings of the report are:

1. Racial isolation in the public schools, whatever its origin, inflicts harm upon Negro students.
2. Racial isolation in the public schools is intense and is growing worse.
3. Compensatory efforts to improve education for children within racially isolated schools have not been very successful.
4. School desegregation procedures have been formulated which will improve the quality of education for all students.

Wright, Betty Atwell. *Educating for Diversity,* New York: The John Day Company, 1965.

The challenge to American schools during these times of social change and conflict is a redefinition of the role of education in intergroup relations. The author contends that intergroup education must be a component of quality education when physical desegregation has taken place and particularly when it has not taken place. A good interpretation of problems related to desegregation is provided. Specific suggestions and varied resources to assist in alleviating these problems are listed.

II. Articles from Periodicals

Buell, Clayton E. "The Principal as Educational Leader of His School," *National Association of Secondary School Principals' Bulletin,* XLVIII (March, 1964), 144-157.

The principal is the leader of his school. Leading in all phases of school activities and functions, he plays many roles, but his role as educational leader of the school is the most important role.

Guidelines to improvement of instruction are given.

1. Teachers must first be aware of a need for change.
2. All who are concerned with the program should have a part in the planning.
3. All practices should be shown to be workable locally before being adopted as official practices.
4. Channels of communication should be maintained and used.
5. The improvement of instruction must be accomplished by changing teachers through an educational process.
6. Evaluation of the process of improvement should be made continuously.

Carmichael, Benjamin E. and Nita Nardo. "Emerging Patterns in Community-centered Schools," *Childhood Education,* XLIII (February, 1967), 319-323.

The school and the community must work together closely. Five obligations of educators emerge as: 1. Giving service, 2. Assessment of needs for services, 3. Interpretation of educational programs and services to the community, 4. Involvement of community members in phases of school programs, and 5. Development of cooperative human relationships.

Carton, Aaron S. "Poverty Programs, Civil Rights and the American School," *School and Society,* XCV (February 18, 1967), 109-109.

Dangers are present in the conception of education as the agency of social, political and economic manipulations. The status of education, its integrity and competence, are threatened because education is distracted from its chief objective. Data from research is needed to help improve the competence of educators in helping disadvantaged pupils realize their potentials. The school's contribution to society is people, not programs and manipulations.

Connelly, George W. "A District Superintendent Looks at the Principal," *The National Elementary Principal,* XLVI (February, 1967), 38-40.

A principal of an inner-city school needs specific general experience, preparation, and skills. He should be able to inspire others to ac-

tion because he is not only thoughtfully decisive, but also because he is the hardest worker on the faculty. He not only needs to have the same qualifications as any other principals, but he must have deeper qualities.

Fox, Willard and Glen Gardiner. "Selling Your Ideas," *National Association of Secondary School Principals' Bulletin,* XLVIII (March, 1964), 72-78.

It is not enough for the principal to have good ideas. He must also be able to present them in such a manner that action results. Salesmanship is the capacity to get people to act. Six basic steps to good salesmanship are: 1. Know your product, 2. Know your 'prospect', 3. Plan the approach, 4. Present your idea, 5. Handle objections, 6. Close the sale. A self-check review is given for a person to examine how skillfully he sells his ideas. This article is very pertinent for a principal who is seeking means of 'selling' his ideas.

Fulton, Robert. "The Negro Child and Public Education," *School and Society,* XCV (February 18, 1967), 109-116.

The 'American Creed' promulgates equal ethical, moral and social rights for all people. These objectives have been slow in coming to the Negro. Color bias (white lies verses black lies) remind us of the importance of language to our lives. The lower-class Negro child is blunted and trapped by "our" language. Society is very perplexed in attempting to assure equality of opportunity for all. Teachers must work for a closer tie between what is practical in a closed community and what is espoused in the open classroom.

"Finding Flaws in Fledgling Programs–How to Get Your Staff to Accept Change," *School Management,* XI (March, 1967), 118-121+.

No matter how complex an organization is, it is still operated by people. The person with an idea, a viewpoint or a feeling must be able to break through the red tape in layers of administration. One principal used a system of teacher-principal (T-P) feedback for continuous communications to improve understanding.

Gibb, Jack R. "Expanding Role of the Administrator," *National Association of Secondary School Principals' Bulletin,* LI (May, 1967), 46-60.

The most effective administrator is one who acts as a catalyst, a consultant, and a resource to the group. He acts in such a way to facilitate group strength, individual responsibility, diversity, nonconformity, and aggressiveness. The good leader tends not to lead. The administrator is available, is present. He is with the group as a person and not as a role. His security is not threatened and he is not 'defensive'. Five trends in administration are discussed.

Goodlad, John I. "Beyond Survival for the Elementary Principal," *The National Elementary School Principal,* XLVI (September, 1966), 10-15.

To go beyond survival as a keeper of the 'status quo', an elementary school principal requires an awareness of the major forces and ideas influencing the school setting. It requires an understanding of the major ideas and recommendations for coping with these forces. And it requires an educational setting in which both old and new ideas are continually appraised and tested. Goodlad lists five areas of responsibility for principals who strive to survive and contribute to professional education.

Hall, Harry O. and Mark Adams. "What to do about Roadblocks to Desegregation," *Educational Leadership,* XXIV (October, 1966), 67-71.

Drive-in conferences, held by the South Florida Desegregation Consulting Center at the University of Miami, were designed to appraise conditions and identify needs of educators in a desegregated school program. Problems seem to start with social problems and move to educational problems. Face-to-face relations cause social problems to subside quickly, but educational problems have presented deeper challenges.

Hall, Harry O. and Dorothea L. Leonard. "Principles of School Desegregation", *Florida Education,* XLIII (September, 1965), 12-16.

The history of previous school desegregation failures can often be traced to poor management by the educators involved. The principal and teachers working in a newly desegregated school and classroom will find the early stages more successful if three guidelines are remembered; desegregation of schools is a legal decision, not an emotional one; those responsible for decisions must hold firmly to formulated plans and policies; and each person involved needs to be prepared

for certain possible problems.

By utilizing all persons possible in the planning process for desegregation, many will become involved and committed to the idea, and efforts may be directed toward the best education possible for all boys and girls.

Hentoff, Nat. "Making Public Schools Accountable—A Case Study of P.S. 201 in Harlem," *Phi Delta Kappan,* XLVIII (March, 1967), 332-335.

Parents in this neighborhood felt that the educational opportunities offered their children were inadequate. A school-community committee, composed of individuals with close ties to, and knowledge of, the community P.S. 201 in Harlem, attempted to formulate a plan for better education in the new school. The community felt that the 'system' was working against it. The selection and removal of the principal was one of the key points in the seething controversy.

Hillenbrand, Robert F. "An Elementary Principal Views the Feminine Mystique," *The National Elementary Principal,* XLVI (May, 1967), 53-55.

The concept of American women remaining home as housewives has impaired their opportunity for intellectual growth and endangered the emotional development of their children. Elementary principals can use the talents of these women and fulfill their needs by calling upon them for projects. Many suggested projects and means of using the female parent are discussed.

Kelly, Eugene T. "The Role of the Principal in Experimentation." *California Journal of Secondary Education,* XLII (April, 1962), 188-189.

Disagreement about purpose and about organization, a lack of cooperation between teachers, a lack of administrative support, a lack of community support, a lack of necessary facilities and equipment, and a lack of tangible results are caused by disenchantment with programs. From this writer's experimentation the conclusion was drawn that the responsibility for failure rests squarely on the school principal, because he did not clearly see his responsibility before starting on the program. 'Musts' for a principal in implementing a program are listed.

Landers, Jacob. "The Responsibilities of Teachers and School Administrators", *Journal of Negro Education,* XXXIV (Summer, 1965), 63-77.

In providing equal educational opportunity for all children real progress can be made only by focusing upon the individual child and upon the extent which he is reaching the goals established for him by the school. Responsibilities of educators include (1) establishing positive effectual relationships between children and the school, (2) improving intellectual functioning and academic achievement levels, (3) inculcating attitudes, habits, interests, and values which make for progress, (4) bringing children into the mainstream of American culture from which their group has been systematically excluded, (5) raising the expectation of teachers and administrators for pupils, (6) informing the public of the real needs of disadvantaged children, and (7) enlisting the support of parents and the community at-large in furthering the aims of education.

Levine, Daniel U. "Integration: Reconstructing Academic Values of Youths in Deprived Areas", *Clearing House,* XXIX (November, 1964), 159-162.

Inner-city children do not lack awareness that success depends on education. Almost every drop-out understands what his action implies for the future. Changes need to be made in educational procedures to attack deficiencies in basic work habits and interest patterns and to remove the excuses to which slum children cling in rationalizing lack of effort and study. Specific activities are suggested to promote scholastic development of each child's potential.

———————. "Training Administrators for Inner-City Schools: A Proposal", *The National Elementary Principal,* XLVI (January, 1967), 17-19.

Principals and assistant principals need special training to administer inner-city schools. Levine proposes a semester of special training in which a prospective administrator would be forced to confront his own motives in order to assess administrative behavior from the perspective of the teachers and students with whom he will work. Included in the training would be actual teaching in these schools, exposure to the best available thinking on how to educate disadvantaged youth, observation of classes, visitation of the student's environment, acquaintance with the full range of services, resources, and procedures

of the central office, and study of particular problems of localities. The investment in this type of program would be large, but the rewards could be worth the financial investment.

Miller, William C. "Reflections of a Fledgling Administrator," *The National Elementary Principal,* XLVI (November, 1966), 18-19.

Seven temptations to educators are listed and discussed:

1. To isolate (or at least insulate) yourself from your staff and public.
2. To give priority to paper work.
3. To be a nice guy now.
4. To compromise your principles for the sake of harmony or personal comfort.
5. To shift the blame for unpleasant procedures to others.
6. To delegate dirty jobs.
7. To make a decision before getting all the facts.

Schilson, Donald L. "The Elementary Principal: Selection and Training," *The American School Board Journal,* CL (April, 1965), 65-67.

The role of the principal as the instructional leader in his school is discussed. Criteria for selection of prospective principals are enumerated. These criteria are qualities essential before a principal begins his acquisition of the quantity of courses required for certification as a principal. A preparatory program is outlined which provides broad, general knowledge and experiences related to the elementary school.

Storm, Howard. "Calculated Madness: A Portrayal of the 'True' Principal", *The Clearing House,* XLI (March, 1967), 387-390.

Principals are among the most strategically placed people in our society. They must react to pressures, rather than create them. They must be political animals. They must do the unexpected in a very calculated way. They affect teachers and they know that students want a kind of order of their lives—an order shaped in many ways by schools. The freshness of a new kind of leader-principal is needed.

Sublett, Henry L., Jr. "The Elementary Principal: Some Essential Qualifications", *Virginia Journal of Education,* LVII (February, 1964), 14-15.

The person who serves as an elementary principal faces a real challenge in fulfilling present day expectations and demands. Three

essential qualifications are: 1. He must know the field of elementary education–its best theory and practice and its problems; 2. He must have the vision to be able to look beyond the present-day situation, and do long-range planning; 3. He must give dynamic, democratic, positive leadership.

The elementary principal must exercise his concept of his position in each new situation. Great care should be used in mapping his strategy. Great energy should be exerted in implementing his decisions.

Vredevoe, Lawrence E. "The Effort to Desegregate and Its Effects upon School Discipline and Attitudes", *California Journal of Secondary Education,* XLII (February, 1967), 51-58.

As a result of personal visits, interviews, and observations in over two hundred schools and districts, conclusions are offered for consideration and for further research. The effects of the attempts to desegregate upon school discipline are:

1. The location of the school and the composition of the student body are as important as the competence and attitude of the staff members, the adequacy of the school facilities for the program needed, and the financial means to support the program.
2. The transfer of students from one school to another does not solve the problem of school discipline or attitudes. In fact it may create new ones.
3. The problems of discipline and negative students' attitudes toward fellow students may be related to the living conditions under which the students exist, rather than related to the composition of the student enrollment.
4. Some of the most serious problems of discipline and negative attitudes in schools are directly related to conflicts within ethnic groups.
5. The attitudes of students toward teachers and administrators were a surprise to some of those transferred from segregated schools in some districts.

Nine recommendations are made to school administrators who face the problem of desegregation.

Willett, H.I. "Facing Problems of the Elementary School", *Virginia Journal of Education,* LVII (March, 1964), 8-9.

The quality of leadership expected of the school principal involves giving direction to people through information, understanding, and purpose as opposed to leading people through compulsion, force,

emotion, and habit. The lowest level of leadership is represented by authority and force. The second level involves the development of a voluntary following and moves into the area of human relations. The highest level of leadership occurs when the leader is able to get persons to do things because they understand and want to do them.

In implementing desegregation understanding by persons not only of what is happening, but why, is important if the principal is to reach his objective effectively.

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